

LYNCHBURG CITY COUNCIL
Agenda Item Summary

MEETING DATE: **June 14, 2005**

AGENDA ITEM NO.: 9

CONSENT:

REGULAR: **X**

CLOSED SESSION:
(Confidential)

ACTION: **X**

INFORMATION:

**ITEM TITLE: Conditional Use Permit – 757 Sandusky Drive, Historic Sandusky Foundation, Inc.,
Amendment to Master Plan**

RECOMMENDATION: Approval of the requested Conditional Use Permit.

SUMMARY: The Historic Sandusky Foundation, Inc., is petitioning for a Conditional Use Permit at 757 Sandusky Drive for an amendment to the Master Plan approved April 10, 2001, to allow the construction of a building addition to the existing “carriage” house that would contain a gift shop, exhibit gallery and supporting features. The proposed amendment also requests the future rebuilding of the historic kitchen and smoke house. The Planning Commission recommended approval of the Future Land Use Map amendment and rezoning because:

- Petition agrees with the Comprehensive Plan and Future Land Use Map which recommend a “Low Density” Residential Use for the property. Museums and other institutional uses that are compatible in scale with residential uses are appropriate in these areas.
- Petition agrees with the Zoning Ordinance in that a museum is a permitted use in an R-1, Single-Family Residential District upon approval of a CUP by the City Council.

PRIOR ACTION(S):

- May 11, 2005: Planning Division recommended approval of the CUP petition.
Planning Commission recommended approval (5-0) with 1 member absent (Ms. Laura Hamilton) and 1 member abstaining (Ms. Jane Bacon) of the CUP petition with the following conditions:
1. The property shall be developed in substantial compliance with the Revision to Master Plan Previously Approved, Dated 01-16-03 for Sandusky House prepared by Harvey-Delaney Landscape Architects and Craddock-Cunningham Architectural Partners, P.C. and dated April 29, 2005.
 2. All exterior lighting shall be non-directional and glare-shielded to prevent illumination across the property line onto adjacent properties.
 3. Landscaping requirements as detailed in the Circulation Layout and Planting Plan approved by the City on January 24, 2003 must be implemented prior to the issuance of any permits for the building addition that is proposed for the carriage house on the subject property.
 4. If conditions permit, “historic ground gutters” and a combination of Landscaping, Best Management Practices and Low Impact Development Standards will be used to manage stormwater runoff from the site. All practices are subject to the approval of the City’s Environmental Planner. If, at the discretion of the Environmental Planner, the proposed system is not permissible, the use of a traditional gutter system or stormwater quantity alternative may be permitted.

FISCAL IMPACT: N/A

CONTACT(S):

Rachel Flynn/ 455-3902
Tom Martin/ 455-3909

ATTACHMENT(S):

- Resolution
- PC Report
- PC Minutes
- Vicinity Zoning Pattern
- Vicinity Proposed Land Use
- Site Plan
- Narrative
- Speaker Sign-Up sheet

REVIEWED BY: lkp

RESOLUTION

A RESOLUTION GRANTING A CONDITIONAL USE PERMIT TO THE HISTORIC SANDUSKY FOUNDATION, INC. TO AMEND THE MASTER PLAN FOR THE HISTORIC SANDUSKY HOUSE.

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF LYNCHBURG that the petition of the Historic Sandusky Foundation, Inc., to amend the Master Plan for the Historic Sandusky House at 757 Sandusky Drive to allow for a building addition to the existing carriage house to be used as a gift shop, exhibit gallery, and other supporting features and the future rebuilding the kitchen and smoke house, be, and the same is hereby, approved, subject to the following conditions:

1. The property shall be developed in substantial compliance with the Revision to Master Plan Previously Approved, Dated 01-16-03 for Sandusky House prepared by Harvey-Delaney Landscape Architects and Craddock-Cunningham Architectural Partners, P.C. and dated April 29, 2005.
2. All exterior lighting shall be non-directional and glare-shielded to prevent illumination across the property line onto adjacent properties.
3. Landscaping requirements as detailed in the Circulation Layout and Planting Plan approved by the City on January 24, 2003 must be implemented prior to the issuance of any permits for the building addition that is proposed for the carriage house on the subject property.
4. If conditions permit, "historic ground gutters" and a combination of Landscaping, Best Management Practices and Low Impact Development Standards will be used to manage stormwater runoff from the site. All practices are subject to the approval of the City's Environmental Planner. If, at the discretion of the Environmental Planner, the proposed system is not permissible, the use of a traditional gutter system or stormwater quantity alternative may be permitted.

Adopted:

Certified:

Clerk of Council

The Department of Community Planning & Development
City Hall, Lynchburg, VA 24504 **434-455-3900**

To: Planning Commission
From: Planning Division
Date: May 11, 2005
Re: **CONDITIONAL USE PERMIT (CUP): Historic Sandusky House, 757 Sandusky Drive.**

I. PETITIONER

Historic Sandusky Foundation, Inc., 757 Sandusky Drive, Lynchburg, VA 24502
Representative: Gregory H. Starbuck, 757 Sandusky Drive, Lynchburg, VA 24502

II. LOCATION

The subject property is located at the intersection of Sandusky Drive and Pawnee Drive. The subject property is a tract of approximately 3.84 acres.

Property Owners: Historic Sandusky Foundation, Inc., 757 Sandusky Drive, Lynchburg, VA 24502

III. PURPOSE

The purpose of this petition is to amend the Historic Sandusky House's master plan to allow for a building addition to the existing carriage house that will contain a gift shop, exhibit gallery and supporting features. The master plan amendment also proposes future development projects to include rebuilding of the historic kitchen and smoke house.

IV. SUMMARY

- Petition agrees with the Future Land Use Map which recommends Low Density Residential in this area.
- Petition agrees with the Zoning Ordinance in that museums are allowed in an R-1, Low Density Single-Family Residential Districts with approval of a conditional use permit (CUP) from the City Council.
- Petition proposes to amend the existing master plan for Sandusky House to allow for a building addition to the existing carriage house that will contain a gift shop, exhibit gallery and supporting features; the petition also proposes the future rebuild of the kitchen and the smoke house.

The Planning Division recommends approval of the conditional use permit petition.

V. FINDINGS OF FACT

1. **Comprehensive Plan.** The Lynchburg *Future Land Use Map* recommends Low Density Residential development in this area. Low Density Residential areas, as defined by the City's Comprehensive Plan, are dominated by single family detached housing at densities of up to four dwelling units per acre. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses and private open space are also appropriate for Low Density Residential areas.
2. **Zoning.** The subject property was annexed into the City in 1958. The existing R-1, Low Density Single-Family Residential zoning was established in 1978 with the adoption of the current *Zoning Ordinance*. Section 35.1-63 of the City's *Zoning Ordinance* provides that museums, art galleries, and similar institutions permitted only by conditional use permit in residential districts shall meet the following requirements:
 - a. The lot area shall be at least one (1) acre. Floor area ratio shall not exceed one-tenth (1/10th).
 - b. Other relevant regulations of the ordinance, including those for parking, signs, and lighting shall be met.
 - c. Streets serving the site shall be adequate to carry the traffic expected to be generated without disruption of residential neighborhoods.

- d. Commercial activities included in museums and art galleries shall be limited to the sale of postcards, prints, books, reproductions of sculpture or handcrafts, films or similar merchandise related to the exhibitions in the building.
3. **Board of Zoning Appeals (BZA).** The Zoning Official has determined that no variances will be needed for the project as proposed.
4. **Surrounding Area.** There have been several items requiring City Council approval in the immediate area:
- 5/14/2002: City Council approved Sandusky Baptist Church's CUP petition for the construction of a new sanctuary, family life building and additional parking at 915 Catalina Place.
 - 4/10/2001: City Council approved the Historic Sandusky Foundation's CUP petition to master plan their property at 757 Sandusky Drive for use as a museum.
 - 7/14/1992: City Council approved Lynchburg City School's CUP petition to install three (3) modular classrooms at 5828 Apache Lane.
 - 5/14/1991: City Council approved Lynchburg City School's CUP petition to install modular classroom units at 5828 Apache Lane.
5. **Site Description.** The subject property currently includes one (1) residence which serves as a museum and exhibit galleries, a carriage house, a caretaker's residence/office and associated parking. The property is bounded to the north, south, east and west by single-family residential homes.
6. **Proposed Use of Property.** The purpose of the conditional use permit is to revise the existing master plan for Sandusky House to permit a building addition to the existing carriage house that will contain a gift shop, exhibit gallery and supporting features; the amendment also proposes the future rebuild of the historic kitchen and smoke house. If Lynchburg City Council approves the permit for the Sandusky House Master Plan Amendment, the Historic Sandusky Foundation intends to proceed with the site and building design for the Gift Shop and Museum only at this time. The proposed building addition to the carriage house on the Sandusky property will house a small exhibit gallery, since rare and sensitive artifacts cannot be safely displayed in the Sandusky House. The downstairs portion of the existing carriage house will be used for a gift shop and visitor center while the upstairs apartment will be used as the foundation's office and library.

The Sandusky Historic Site will eventually be open daily to visitors during daytime hours. Occasionally the site will be open in evening hours for special tours, programs and meetings. Special events may take place periodically throughout the year.

The proposed building addition is not expected to increase the number of people visiting the site. Daily visitation is difficult to predict but should be comparable to other historic houses like Poplar Forest and Point of Honor (25-100 persons/day).

The long range goal is to rebuild the historic Sandusky kitchen and smoke house. Further research, archeology and fundraising will be needed before these projects can be undertaken.

7. **Traffic and Parking.** The City's Traffic Engineer had no comments of concern regarding traffic from the proposed development.
- Section 35.1 of the Zoning ordinance requires one (1) space per three hundred (300) square feet of floor area. The total building square footage for the Main House, proposed Gift Shop/Museum (after the addition) and the Caretaker's Cottage is eight thousand, three hundred and thirty (8,330) square feet which requires twenty-eight (28) parking spaces are required to meet City Code. The site plan indicates that twenty-nine (29) parking spaces will be provided for the subject property to address the off-street parking requirements for the project.
8. **Storm Water Management.** New impervious areas will exceed one thousand (1,000) square feet; as such, a stormwater management plan will be required for the construction. The increase in post-development runoff conditions due to the new impervious area will be managed through the use of either historic ground gutters or a traditional gutter system designed to release the stormwater at or below pre-development runoff rates. A preliminary drainage review indicates that the receiving channel is adequate for the site's stormwater.

Stormwater quality will be addressed through a combination of landscaping, Best Management Practices and/or Low Impact Development standards.

9. **Impact.** The building addition and the proposed rebuilding of the kitchen and smoke house facilities will have limited impacts on the surrounding neighborhood. The design and layout of the buildings are acceptable.

Landscaping buffer requirements for the project have been addressed through the Circulation Layout and Planting Plan (see attached) which was approved by the City on January 24, 2003. This landscape plan is in place with work still progressing on a few items that need replacement or supplementation.

Parking and traffic requirements have been sufficiently met for the project. The proposed building addition will not increase the number of people allowed on the site.

Stormwater quantity management will be addressed through the use of historic ground gutters or a traditional gutter system into buried pipe. Although staff recommend the use of the historic ground gutters since they promote infiltration, this option is contingent on an appropriate soil type. Stormwater quality will be addressed through a combination of landscaping, Best Management Practices and/or Low Impact Development standards.

10. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the preliminary site plan on April 19, 2005. Comments related to the proposed plan use were minor in nature and have or will be addressed by the developer prior to final site plan approval.

VI. PLANNING DIVISION RECOMMENDED MOTION:

Based on the preceding Findings of Fact, the Planning commission recommends to City Council approval of Historic Sandusky Foundation's petition for a Conditional Use Permit (CUP) to amend the master plan for the Historic Sandusky House at 757 Sandusky Drive to allow for a building addition to the existing carriage house that will contain a gift shop, exhibit gallery, supporting features as well as a future rebuild of the kitchen and the smoke house subject to the following conditions:

1. The property shall be developed in substantial compliance with the Revision to Master Plan Previously Approved, Dated 01-16-03 for Sandusky House prepared by Harvey-Delaney Landscape Architects and Craddock-Cunningham Architectural Partners, P.C. and dated April 29, 2005.
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This matter is respectfully offered for your consideration.

William T. Martin, AICP
City Planner

pc: Mr. L. Kimball Payne, III, City Manager
Mr. Walter C. Erwin, City Attorney
Ms. Rachel O. Flynn, Director of Community Planning & Development

Mr. R. Douglas Dejarnette, Fire Marshal
Mr. J. Lee Newland, Director of Engineering
Mr. Gerry L. Harter, Traffic Engineer
Mr. Robert Drane, Building Commissioner
Mr. Keith Wright, Zoning Official
Mr. Robert S. Fowler, Zoning Official
Mr. Kent White, Senior Planner
Ms. Erin Bryant, Environmental Planner
Mr. Gregory Starbuck, Representative

VII. ATTACHMENTS

1. Vicinity Zoning Pattern

(see attached map)

2. Vicinity Proposed Land Use

(see attached map)

3. Site Plan

(see attached site plans)

4. Cover Letter

5. Building Elevations and Rendering

MINUTES OF THE MAY 11, 2005 PLANNING COMMISSION MEETING

Petition of Historic Sandusky Foundation, Inc. for a Conditional Use Permit at 757 Sandusky Drive to allow the expansion of the existing museum to include a gift shop, exhibit gallery, restrooms and the rebuilding of a historic kitchen and smoke house in an R-1, Single-Family Residential District.

Mr. Tom Martin, City Planner, explained that this petition was a revision to the original Master Plan approved by City Council on April 10, 2001. He added that the museum would eventually be open to visitors on a daily basis, and occasionally during the evening for special tours and meetings. He said the submitted site plan indicated an adequate amount of off-street parking for the existing museum as well as the proposed additions, and noted that the City's Traffic Engineer had no concerns with the petition as submitted. Mr. Martin said stormwater management would be handled through either a historic style ground gutter or a traditional style gutter which would release water at a controlled rate. He added that the petition was in agreement with the Comprehensive Plan, which recommended low-density, residential use for the property, and continued by saying that museums and other institutional uses were compatible in these areas if they were in the same scale as a single family home. Mr. Martin said the Planning Division recommended approval with the conditions outlined in the report.

Ms. Lynn Cunningham, Craddock Cunningham Architectural Partners, 10 Ninth Street, Lynchburg, represented the Historic Sandusky Foundation, Inc. Ms. Cunningham introduced Mr. Greg Starbuck, Executive Director for Historic Sandusky and Mr. Nathan Harbin, Harvey-Delaney Landscape Architects who were also in attendance to answer questions. Ms. Cunningham said a few years ago they came before Planning Commission and Council for approval of a conceptual plan only. She said since then they decided that the historic home was not appropriate to house exhibits due to lack of security, lack of environmental controls, and structural concerns. Since the original Master Plan was approved, she explained, the Sandusky Foundation had developed a tar and gravel parking area with twenty-nine (29) permanent parking spaces, and landscaping had also been added. She noted that when the gravel parking lot was installed, it went through Technical Review Committee (TRC) and all stormwater issues were addressed at that time. Ms. Cunningham explained that currently the items that needed to be addressed would be submitted for review before construction began, and the design would be downplayed so as not to compete with the other structures on site.

Commissioner Barnes said the projection of 25-100 visitors per day seemed excessive, and asked under what circumstances would that many cars be on site and what kind of ground surfacing would be used for the parking area?

Ms. Cunningham said on occasion there would be buses on site, and added that there was a designated parking area for buses. She said they expect to hold special celebrations at certain times of the year, such as Civil War History events. She added that if overflow parking was ever needed, they had a grassy area that would be used. As they did not anticipate much wear on the site, she continued, they never intended to pave or gravel the area. She said during events with heavy participation, they would have staff members directing traffic.

Mr. Greg Starbuck, Director, 757 Sandusky Drive, added that special events would occur three or four times per year.

Commissioner Barnes asked if they had tried off-site parking and shuttling visitors to the site.

Mr. Starbuck responded that they had indeed shuttled people to the site on occasion.

Commissioner Worthington said when the Planning Commission first addressed this issue there was concern with traffic on the blind curve. He asked how their concern had worked out and if with the proposed growth, would there be a problem.

Mr. Starbuck said they discourage visitors from exiting at the blind curve. He added that when they did have a big event, it was over a period of several hours and people come and go through out that entire time.

Ms. Cunningham said the original plan called for the Foundation to have a traffic director if they had large events on that blind corner. She said they had not done away with that plan.

Commissioner Flint asked if the site was served by public sewer or on a septic.

Mr. Starbuck said the public restrooms would be on public sewer, but the caretaker and main houses were both on septic field.

Chair Dahlgren said this was a nice representation at the meeting, but was a little disappointed that only six neighbors were at the public meeting that was held.

Commissioner Barnes said the visitor center fit very nicely with the character of the site.

After discussion Commissioner Worthington made the following motion, which was seconded by Commissioner Flint and passed by the following vote:

“That the Planning commission recommends to City Council approval of Historic Sandusky Foundation’s petition for a Conditional Use Permit (CUP) to amend the master plan for the Historic Sandusky House at 757 Sandusky Drive to allow for a building addition to the existing carriage house that will contain a gift shop, exhibit gallery, supporting features as well as a future rebuild of the kitchen and the smoke house subject to the following conditions:

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AYES:	Barnes, Dahlgren, Flint, Pulliam, Worthington	5
NOES:		0
ABSTENTIONS:	Bacon	1
ABSENT:	Hamilton	1

HISTORIC SANDUSKY FOUNDATION, INC.

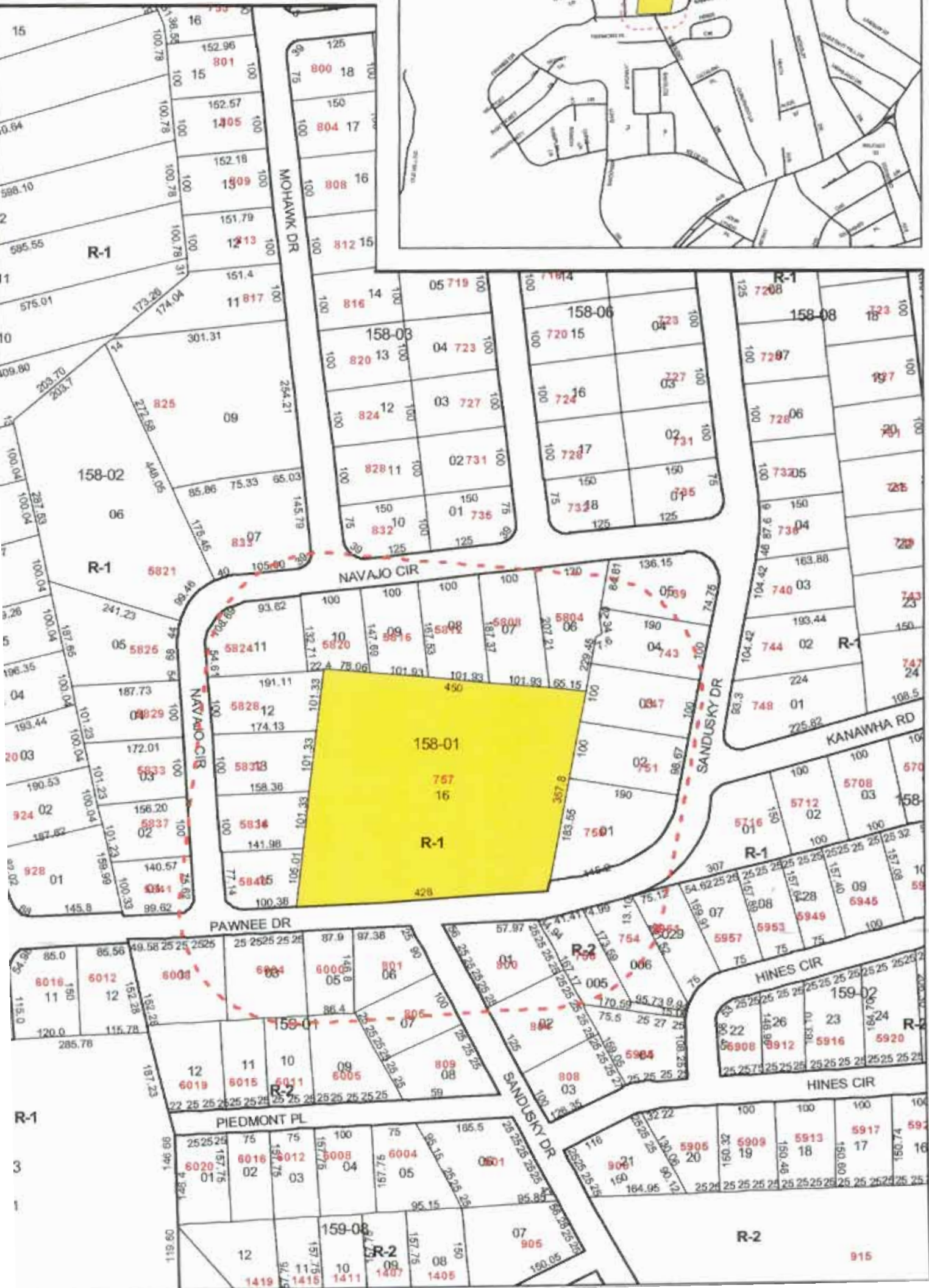
#757 Sandusky Drive
Val. Map # 158-01-016
Conditional Use Permit Request
Petitioner: Historic Sandusky Foundation, Inc.

MAP PREPARED BY
THE DEPARTMENT OF COMMUNITY PLANNING & DEVELOPMENT



Subject Property

200 ft Radius



C C A
CRADDOCK CUNNINGHAM ARCHITECTURAL PARTNERS
Architecture Planning Interior Design

April 29, 2005

Kent White, Senior Planner
Community Planning and Development
The City Of Lynchburg
900 Church Street
Lynchburg VA 24504

Re: Conditional Use Permit
Sandusky House Master Plan – CUP0504-0001
757 Sandusky Drive, Lynchburg, Virginia 24502-1429

Owner: Historic Sandusky Foundation, Inc.

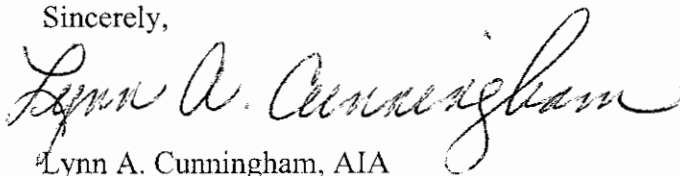
Dear Mr. White,

As design representative for the Historic Sandusky Foundation, I am enclosing the following items:

- Narrative, addressing comments from the TRC meeting of April 19, 2005;
- Revised Master Plan (Site);
- Master Site Plan, Circulation Layout and Planting Plan, and plant list (approved by City 1/24/03)
- Exterior and Birdseye Plan Renderings, and Elevations/Floor Plan of Gift Shop and Museum

Please feel free to call if you have any questions, or if there are still any outstanding items that you feel have not been addressed.

Sincerely,



Lynn A. Cunningham, AIA

/sc
enclosures

SANDUSKY HOUSE MASTER PLAN – AMENDMENT
Project No. CUP0504-0001

NARRATIVE – RESPONSE TO COMMENTS FROM APRIL 19, 2005, TRC MEETING
Re-Submittal April 29, 2005

Historic Sandusky Foundation intends to proceed with site and building design for the Gift Shop and Museum only and if Lynchburg City Council approves the CUP for Sandusky House Master Plan Amendment.

Since this application is for the Master Plan only, the design-specific items listed in TRC comments have only been addressed in terms of intent. Upon development of design documents for construction purposes, all TRC comments and requirements will be addressed specifically and wholly, and submitted for final TRC review and approval.

- Comments from Erin Bryant – E and S
 - Items 1 and 2 – See Stormwater Narrative of Master Plan.
 - Item 3 – The limits of clearing and grading are noted as “limits of new construction”
 - Item 4 – See Stormwater Narrative of Master Plan. The property falls within the limits of Flood Zone C.
 - Items 5-21 will be fully addressed upon development of design documents for construction purposes.
- Comments from Tony Snow - Inspections
 - Items 1 thru 6, and Plan-Specific Review Notes will be fully addressed upon development of design documents for construction purposes.
- Comments from Kent White - Planning
 - Items 1 thru 3 are duly noted.
 - Item 4 – Historic Sandusky Foundation, Inc., held a community meeting on March 14, 2005 at the Sandusky Elementary School to present and discuss the proposed Master Plan, and to respond to any questions/concerns from the neighbors. Attendance was low (six neighbors) and the primary question was whether the intended use of the site had changed (expanded), which it has not. Historic Sandusky has maintained an open line of communication with their neighbors, especially those immediately adjacent, and is unaware of any specific concerns or opposition to this request.
 - Item 5 – Proposed building elevations and floor plan, and colored exterior and plan renderings of the Gift Shop and Museum are included herein.
 - Item 6 – E and S notes concerning the gutter options and A&B designations have been addressed, with revisions shown on the drawing.
 - Item 7 – The Gift Shop and Museum floor area is approximately 3,160 sq. ft. plus approximately 700 sq. ft. for the future addition, totaling 3,860 sq. ft. ($3860 \div 300 = 12.86$ or 13 spaces required). Twenty-nine permanent spaces have been constructed, which exceeds the requirement.

- Item 8 – Included in this submittal, is the Circulation Layout and Planting Plan, (and attached plant list) that was approved by the City 1-24-03. This landscape plan is in place with work still progressing on a few items that need replacement or supplementation.
 - Item 9 – The area of the future addition (approximately 700 sq. ft.) has been noted on the Master Plan.
 - Item 10 – Note regarding “glare-shielded and non-directional” exterior lighting, has been included on the Master Plan.
 - Item 11 – Fifteen copies of the revised plans (11” x 17”) and project narrative have been included herein.
 - Item 12 – N/A
- Comments from Lee Newland – PW Engineering Adm.
 - Item 1 – There are no hydrants located within the vicinity of the existing property boundaries. Hydrant requirements shall comply with Chapter 19, Section 520 of the City of Lynchburg Code, and requirements and illustration of same will be fully addressed upon development of design documents for construction purposes.
- Comments from Debbie Stinson – PW Engineering Adm.
 - Item 1 – N/A
 - Item 2 – The water meter location has been shown on this revised Master Plan. The existing water line will continue to serve the buildings as they are at present, but since accurate location of line(s) is not presently known, no water lines are shown. Meter locations, water service, and water lines, both existing and new, will be fully addressed upon development of design documents for construction purposes.
 - Item 3 – The note concerning city water and drain field, etc. has been added to the Master Plan.
 - Item 4 – The City sewer line that was previously illustrated has been removed, as it was apparently incorrect. City sewer connections and lines will be fully addressed upon development of design documents for construction purposes.
- Comments from Klaus Schreiber – PW Urban Forester
 - Item 1 – Buffer areas are shown on the enclosed Circulation Layout and Planting Plan (with attached plant list) approved by the City on 1-24-03.



Visitor Center/Museum Store
Sandusky Historic Site
& Civil War Museum
Lynchburg, Virginia



Visitor Center/Museum Store
Sandusky Historic Site
& Civil War Museum
 Lynchburg, Virginia

HISTORIC SANDUSKY FOUNDATION INC
757 Sandusky Drive

May 11, 2005

PLEASE PRINT

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